

City of La Quinta

COUNCIL/RDA MEETING DATE: December 7, 2010

ITEM TITLE: Discussion of Proposed Land Use Map, Land Use Designation Consolidation, and General Plan Goals

AGENDA CATEGORY:	
BUSINESS SESSION:	
CONSENT CALENDAR:	
STUDY SESSION:	
PUBLIC HEARING:	

RECOMMENDATION:

Provide input as deemed appropriate by the City Council regarding the General Plan Land Use Map, Land Use Designations, and General Plan Goals that will constitute the proposed project to be analyzed in the Draft Environmental Impact Report for the General Plan Update.

FISCAL IMPLICATIONS:

None.

CHARTER CITY IMPLICATIONS:

None at this time.

BACKGROUND AND OVERVIEW:

The City last updated its General Plan in 2002. After its adoption, the City experienced tremendous growth through 2008, which resulted in build out of much of the land available in the City limits. Communities that are, or have experienced significant growth typically update their General Plans every 7-10 years. Although the current economic conditions have stalled development, it can be expected that when the recovery occurs, the City will once again be under pressure for development. Additionally, multiple State legislation changes relevant to growth and planning have occurred since 2002. There is now a greater focus by residents and regulators on quality of life issues, including the City's fiscal stability in the long term; the preservation and improvement of fundamental resources such as air and water; and encouraging other means of transportation that promote a healthy lifestyle and minimize or shorten the length of automobile trips. These conditions cumulatively resulted in the City undertaking an update of the General Plan.

The General Plan Update, as currently proposed, includes the City limits and the City's Sphere of Influence, and does not include lands to the east of the Sphere, that are currently identified as a portion of "Planning Area 2" in the existing General Plan. The proposed General Plan boundary was discussed with the

Planning Commission and City Council in February; the attached land use map reflects the general direction provided at that time. The proposed General Plan Update includes two new Elements, an Economic Development Element and Sustainable Community Element. These two new elements will address issues that have become important to the City; economic stability and the sustainability of air and water resources, as identified above.

Once the update effort began, staff undertook a series of community outreach meetings, which were summarized for the Planning Commission and City Council in February. Since that time, staff has undertaken a review of the Land Use Map; begun the process of drafting the updated General Plan; and completed several of the technical analyses needed for the General Plan Update. In order to proceed to completion of the proposed General Plan and preparation of the General Plan Environmental Impact Report, staff has prepared the draft Land Use Map, associated statistical analysis, land use designation changes, and master listing of General Plan Goals for City Council's consideration at this time.

DRAFT PROPOSAL:

Statistical Analysis: Existing vs. Proposed General Plan

As described above, the current General Plan includes more geographic area than what is now being proposed. As shown in Tables 1 and 2, below, the current General Plan encompasses 34,112 acres, while the proposed General Plan has a total land area of 30,957 acres. Since 2002, the City's Sphere of Influence was expanded to include Planning Area 1 and a portion of Planning Area 2. The reduction in land area is from removal of the balance of Planning Area 2 located outside the sphere of influence (east of Harrison St.). The current and proposed General Plan Land Use Maps are attached as Attachments 1 and 2, respectively.

				Table	e 1			·	
		Propos	ed Genera	l Plan Land	Use Sta	tistical Su	mmarv	, i	
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Land Use Designation	Acres Developed	Acres Vacant	Total Acres	Acres Developed	Acres	Total Acres	Acres Developed	Acres Vacant	Total Acres
Low Density Residential	4,170.6	1,675.9	5,846.5	567.0		7,379.7		, ,	13,226.2
Medium/High Density									
Residential	1,281.4	350.3	1,631.7	0.2	24.4	24.6	1,281.6	374.7	1,656.3
General Commercial	383.2	186.4	569.6	28.5	256.6	285.1	411.7	443.0	854.7
Tourist Commercial	208.3	138.6	346.9	-	_	-	208.3	138.6	346.9
Village Commercial	77.4	12.9	90.3	_	-	-	77.4	12.9	90.3
Industrial/Light Manufacturing	_	_	0.0	_	63.8	63.8	-	63.8	63.8
Major Comm. Facilities	238.0	160.0	398.0	28.2	1.6	29.8	266.2	161.6	427.8
Open Space	6,518.0	5,520.8	12,038.8	-	-	-	6,518.0	5,520.8	12,038.8
Street Rights of Way	1,672.0	261.7	1,933.7	67.0	251.5	318.5	1,734.4	513.2	2,252.2
Total	14,548.8	8,306.6	22,855.4	690.8	7,410.6	8,101.4	15,239.6	15,717.2	30,956.8

Overall, the preferred land use map being proposed is not significantly changing from the existing land use map. The mix of land uses and the comparative ratios of residential to commercial lands will remain consistent. Changes are proposed to the terminology which identifies the land use designations, and are further discussed under "Consolidation of Land Use Definitions," below.

The changes in land area will also change the build out population, the number of housing units, and the commercial square footage. Table 3 shows that the build out population of the current General Plan would be 160,457. The proposed General Plan results in a smaller build out population of 147,223, a decrease of approximately 10%.

Table 3 Comparison of Build Out Units and Population Current and Proposed General Plan					
	Current General Plan Proposed General Plan				
Area	Buildout Dwelling Units	Buildout Population	Buildout Dwelling Units	Buildout Population	
City	25,038	60.639	29,669	85,447	
Sphere	1,493	4,211	21,444	61,759	
Planning Area #1	11,938	33,779	N/A	N/A	
Planning Area #2	21,693	61,828	N/A	N/A	
TOTAL	60,162	160,457	51,113	147,206	

As shown in Table 4, the current General Plan will result in 15.9 million square feet of commercial space at build out. Table 5 illustrates the potential square footage which will result in the proposed General Plan's build out.

		Curr	Table 4	Dlon	•		
	Current General Plan Commercial Development Potential at General Plan Buildout						
Area	Developed Acres	Vacant Acres	Total Acres	Existing Sq. Ft.	Potential Future Sq. Ft.	Total Buildout Sq. Ft.	
City	444.5	771.5	1,216	4,259,732	7,393,439	11,653,171	
Sphere	4.5	0.0	4.5	43,124	. 0	43,124	
Planning Area #1	54.4	5.4	59.8	521,326	51,749	573,075	
Planning Area #2	332.7	47.4	380.1	3,188,330	454,243	3,642,574	
TOTAL	836.1	824.3	1,660.4	8,012,512	7,899,431	15,911,944	

Table 5							
	Proposed General Plan						
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Area	Developed Acres	Vacant Acres	Total Acres	Existing Sq. Ft.	Potential Future Sq. Ft.	Total Buildout Sq. Ft.	
City	668.9	337.9	1,006.8	6,410,202	3,238,163	9,648,365	
Sphere	28.5	256.6	285.1	273,121	2,459,049	2,732,170	
TOTAL	697.4	594.5	1,291.9	6,683,324	5,697,212	12,380,536	

The proposed General Plan will result in a 30% reduction in commercial square footage, due primarily to the commercial lands which were included in Planning Area 2 outside the sphere of influence (namely in the Kohl Ranch Specific Plan). However, the proposed General Plan maintains essentially the same amount of Tourist Commercial land (346.9 acres) as the current General Plan (351.5 acres), thereby preserving this fiscally important land use.

Consolidation of Land Use Definitions

Staff reviewed the current Land Use definitions, and determined that the consolidation of some of these designations was appropriate for the General Plan. The result is that there will be fewer land use designations in the proposed General Plan than there are in the current General Plan. Importantly, however, the zoning designations will remain as they currently are, which is at a higher level of detail than the General Plan. Since the General Plan is the broadest policy document, it is appropriate that there be fewer designations in this document, and that the specificity be provided in the Zoning Ordinance. The consolidated designations are shown below.

Existing Designations	Proposed Designations	Comments	
Very Low Density	Laus Banaita	Consolidates the two single family land use designations into one.	
Low Density	Low Density		
Medium Density		Consolidates the three designations which allow multi-family residential into one.	
Medium High Density	Medium/High Density		
High Density			
Regional Commercial			
Community Commercial	General Commercial	Consolidates the retail commercial designations into one.	
Neighborhood Commercial	General Commercial		
Commercial Park/Office			
Resort Mixed Use		Preserves the tourism related designations for their economic importance	
Tourist Commercial	Tourist Commercial		
Village Commercial	Village Commercial	No change.	
Industrial/Light Manufacturing	Industrial/Light Manufacturing	No change.	
Major Community Facilities	Major Community Facilities	No change.	
Park			
Open Space	Open Space	Consolidates the open	
Golf Course	Open Space	space designations into	
Watercourse		one.	

The consolidations shown above represent a logical simplification of the Land Use nomenclature. The Land Use designations which have been preserved intact are considered important distinctions which should be highlighted in the General Plan.

In the case of the Village Commercial designation, the Village is a unique and special place: the heart of La Quinta in many ways. It is therefore important to preserve this area and highlight it in the Land Use Element.

Similarly, the Tourist Commercial designation has historically been an economic driver for the City: providing a significant contribution to the City's fiscal balance because of the resulting Transient Occupancy Tax. It is important, in the Land Use Element and the new Economic Development Element, to highlight the existing and potential value of these lands. The revenue which will result from existing and future development of hotel and resort development will also be analyzed in the fiscal impact analysis which will be prepared for the General Plan EIR.

The General Plan will also enable the creation of a new overlay zoning designation - Mixed Use. The Mixed Use Zoning designation could apply on all the General Commercial or Village Commercial lands, if certain specific development criteria are met. An important consideration will be the preservation of the retail commercial potential of these lands, and its associated fiscal benefit for the City, while balancing the need to provide residential units in close proximity to jobs and transit, as required by SB375. The development criteria will be detailed in an update to the Zoning Ordinance, which will follow the completion of the General Plan Update. The Mixed Use overlay zone may result in one or several projects in either the General Commercial or the Village Commercial zones. It is impossible to predict how much land might be dedicated to Mixed Use in the future. However, prior to the economic downturn, Mixed Use had become an important tool for many California jurisdictions, allowing the intensification of lands to provide for both residential and commercial uses on one site. The potential benefits for La Quinta include a continued strong retail sales base; combined with customers for that retail base in close proximity to it; reduced automobile trips and reduced air pollution; better access to transit services for residents to get to work; and a wider range of residential product on offer to future residents.

Master List of Goals

Staff has reviewed the General Plan's existing Goals. This review determined that the majority of the Goals are still applicable today, and consistent with the policy direction the City is currently implementing. The review therefore resulted in some minor suggested modification of the Goals to reflect changed conditions and/or policy. These revised Goals are attached as Attachment 3. These Goals will be used as the basis for the development of policies and programs in each Element of the proposed General Plan.

In addition to these goals, new goals will be created for the two new Elements: Economic Development and Sustainable Community.

PLANNING COMMISSION:

At their November 23, 2010 meeting, staff presented the map, land use designations and goals to the Planning Commission (Attachment 4). The following summarizes the comments received from the Commissioners:

• The consolidation of land use definitions simplifies the General Plan, and was

supported by the Commissioners, with the following exception:

- There should be two categories for Open Space One category for natural open space, and one for recreational facilities and golf courses.
- The Commission supports the preservation of the Village and Tourist Commercial designations for their economic development potential.
- Commissioners expressed need for more light industrial land uses due to job creation potential. Consider, where appropriate, locations for land uses such as research and development and value added production, in the General Commercial designated areas.
- Commissioners stated that there should be an opportunity for small, neighborhood scale commercial in residential neighborhoods, to allow "corner store" type development. The General Plan could include a policy to that effect, which would be implemented in the Zoning Ordinance.
- The Commission supported the Master List of Goals as submitted.

CONCLUSION:

The proposed General Plan Update does not significantly change the land use pattern in the City, or the balance of land uses in the City. This review by the City Council is provided to allow staff to update the City Council, to ensure that staff is proceeding in a direction which is consistent with the City Council's vision for the City, and to confirm the project description that should be used as the preferred alternative in the CEQA analysis.

Staff is seeking feedback and direction from Council regarding the General Plan Land Use Map, Land Use Designations, and General Plan Goals that will constitute the proposed project to be analyzed in the Draft Environmental Impact Report for the General Plan Update. Following the conclusion of the discussion on these issues, staff will proceed with the completion of the proposed General Plan document so that it can be circulated for public review. Staff will also complete the Draft Environmental Impact Report for the General Plan Update. The General Plan EIR will be released for a 45 day public comment period, during which staff plans to conduct an additional series of community outreach meetings, to present the General Plan to the City's residents and businesses. It is currently expected that the draft General Plan and General Plan EIR will be completed in the late spring, and that public hearings before the Planning Commission and City Council will occur in September and October of 2011.

Respectfully submitted,

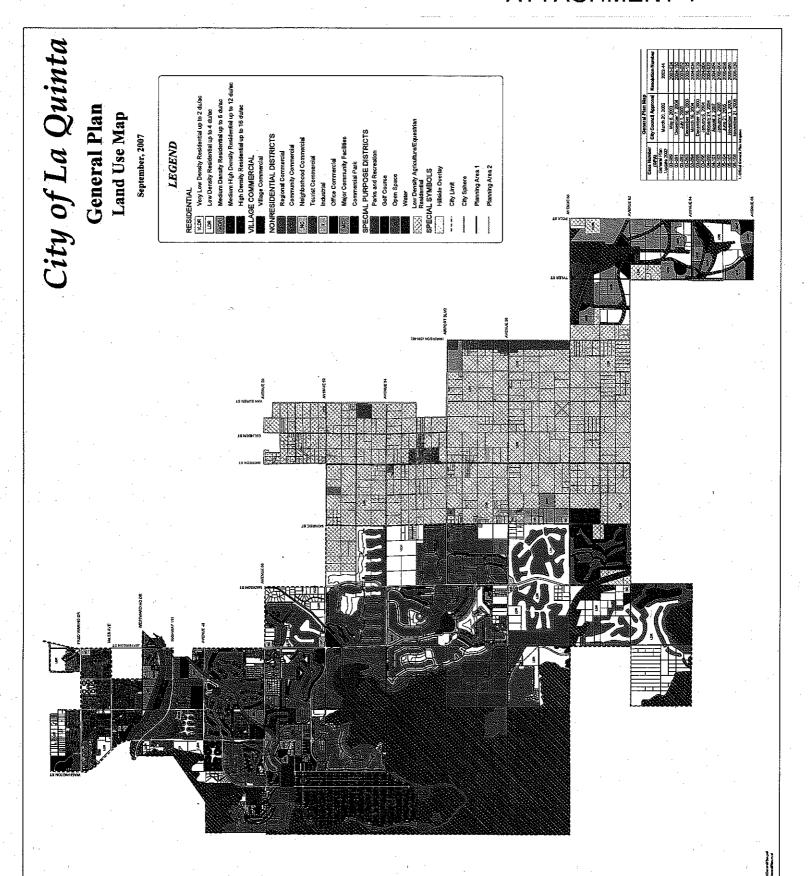
Les Johnson, Planning Director

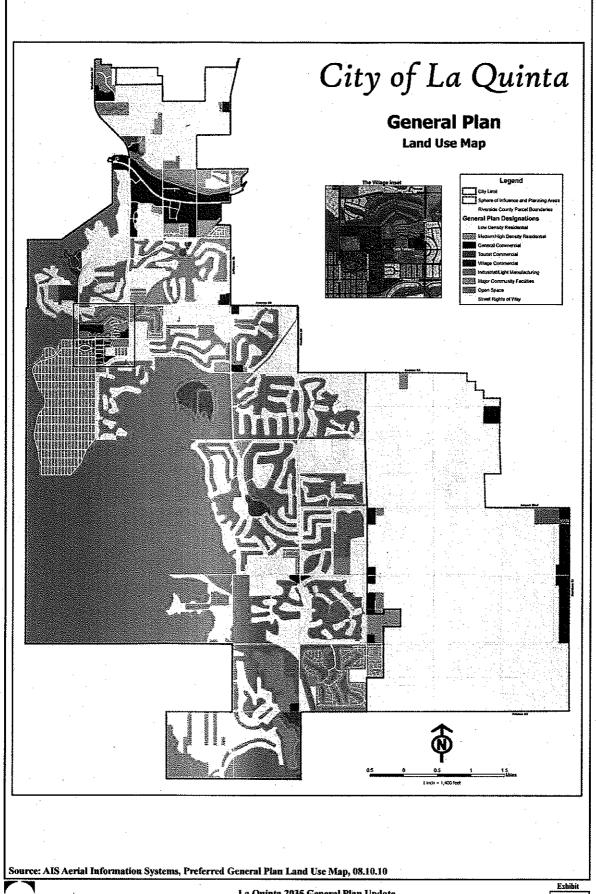
Approved for submission by:

Thomas P. Genovese, City Manager

Attachments:

- 1. Current General Plan Land Use Map
- 2. Proposed General Plan Land Use Map
- 3. Master List of Goals
- 4. Draft Planning Commission Minutes of November 23, 2010







Master List of Goals

ADMINISTRATION GOAL

 An internally consistent General Plan which supports and implements the Community Vision and Guiding Principles.

GENERAL LAND USE GOALS

- GOAL 1 Land use compatibility throughout the City.
- GOAL 2 High quality design that complements and enhances the City.

RESIDENTIAL GOALS

- GOAL 1 Safe and identifiable neighborhoods that provide a sense of place.
- GOAL 2 Maintenance and protection of existing neighborhoods.
- Goal 3 A broad range of housing types and choices for all residents of the City.

COMMERCIAL GOALS

- GOAL 1 A balanced and varied economic base which provides a broad range of goods and services to the City's residents and the region. (potentially duplicate in Econ. Dev.)
- GOAL 2 The continued growth of the tourism and resort industries in the City. (to be used in Economic Development Element)
- GOAL 3 Innovative land uses in the Village and on Highway 111

TRAFFIC AND CIRCULATION GOALS

- GOAL 1 A transportation and circulation network that efficiently, safely and economically moves people, vehicles, and goods using facilities that meet the current demands and projected needs of the City.
- GOAL 2 A circulation system that includes connected transit, alternative vehicle, bicycle and pedestrian networks.

OPEN SPACE ELEMENT GOALS

- GOAL 1 Preservation, conservation and management of the City's open space lands and scenic resources for enhanced recreational, environmental and economic purposes.
- GOAL 2 Good stewardship of natural open space and preservation of open space areas.
- **GOAL 3** Preservation of scenic resources as vital contributors to the City's economic health and overall quality of life.

PARKS AND RECREATION ELEMENT GOALS

• GOAL 1 - A comprehensive system of parks, and recreation facilities and services that meet the active and passive needs of all residents and visitors.

Master List of Goals

AIR QUALITY GOALS

◆ GOAL 1 - A reduction in all air emissions generated within the City.

ENERGY AND MINERAL RESOURCES GOALS

GOAL 1 - The sustainable use of energy and mineral resources.

BIOLOGICAL RESOURCES GOALS

• GOAL 1 - The protection and preservation of native and environmentally significant biological resources and their habitats.

WATER RESOURCES GOALS

 GOAL 1 - The efficient use and conservation of the City's water resources.

INFRASTRUCTURE AND PUBLIC SERVICES GOALS

- **EMERGENCY SERVICES GOAL** Effective comprehensive and responsive emergency services.
- ◆ PUBLIC FACILITIES GOAL Public facilities and services that are adequate and convenient to all City residents.
- **DOMESTIC WATER GOAL** Domestic water facilities and services which adequately serve the existing and long-term needs of the City.
- SANITARY SEWER GOAL Sanitary sewer facilities and services which adequately serve the existing and long-term needs of the City.

• WATER, SEWER & PUBLIC UTILITIES GOAL - Adequate water, sewer and utilities to serve the build out of the City.

HAZARDOUS MATERIALS GOALS

 GOAL 1 - Protection from the potential impacts of hazardous and toxic materials.

GEOLOGIC AND SEISMIC HAZARDS GOALS

 GOAL 1 - Protection of the health and safety of the community and its property from geologic and seismic hazards.

FLOODING AND HYDROLOGY GOALS

 GOAL 1 - The protection of the general health, safety and welfare of the community from flooding and associated hydrological hazards.

NOISE GOALS

• **GOAL 1** - A healthful noise environment which complements the City's residential and resort character.

CULTURAL RESOURCES GOALS

• GOAL 1 - The protection of significant archaeological, historic and paleontological resources which occur in the City.

MINUTES PLANNING COMMISSION MEETING

A regular meeting held at the La Quinta City Hall 78-495 Calle Tampico, La Quinta, CA

November 23, 2010

7:02 P.M.

- CALL TO ORDER
 - A. A regular meeting of the La Quinta Planning Commission was called to order at 7:00 p.m. by Chairman Alderson.

PRESENT: Commissioners Barrows, Quill, Weber, Wilkinson, and

Chairman Alderson.

ABSENT: None

STAFF PRESENT: Planning Director Les Johnson, Planning Manager

David Sawyer, Assistant City Attorney Michael Houston, and Executive Secretary Carolyn Walker.

II. PUBLIC COMMENT: None

III. CONFIRMATION OF THE AGENDA: Confirmed

IV. CONSENT CALENDAR:

There being no further comments, or suggestions, it was moved by Commissioners Weber/Barrows to approve the minutes of November 9, 2010 as submitted. Unanimously approved.

- V. PUBLIC HEARINGS: None
- VI. BUSINESS ITEMS:
 - A. <u>General Plan Update:</u> for consideration of a proposed land use map, land use designation consolidation, and general plan goals for the City of La Quinta.

Planning Director Les Johnson gave some background on the item and introduced Ms. Nicole Criste, (Terra Nova Planning & Research, Inc.), Consultant for the City of La Quinta, who presented the staff report, a copy of which is on file in the Planning Department.

Planning Director Johnson advised the Planning Commission that staff was looking for general feedback and comments to be forwarded to the Council for their consideration at the December 7, 2010, meeting. He then gave a general commentary on the economic development portion of the General Plan update; including the Sphere of Influence, tourist and commercial areas, and the importance of making sure we remain a fiscally sound community now and for the next 25 years.

General discussion followed on the Vista Santa Rosa area and the County's General Plan.

Commissioner Quill stated he liked the simplification of the land use designations as it added flexibility to the general plan without having to prepare general plan amendments. He asked if it would be possible to allow localized, small commercial in residential zones such as what they have in San Diego, and possibly include this in the narrative portion of the Residential Designations.

Ms. Criste said the details of that could go in the Zoning, but could be established as a direction by General Plan Policy.

General discussion followed regarding commercial areas, smaller scale commercial in residential areas, what areas are zoned commercial in the southern end of the City and how the zoning could be done.

Commissioner Quill asked for the language to be written in the designation to allow small commercial uses in residential neighborhoods without the need for a general plan amendment.

Staff responded they would look at policy language to represent that.

Commissioner Barrows asked if the mixed use designation was possible in the general and commercial zones. She referred to the Tourist Commercial areas already on the map such as PGA West and the La Quinta Resort, which are surrounded by residential. She asked why the mixed use was not applicable in all commercial areas versus just the regular commercial.

Ms. Criste explained that Tourist Commercial has traditionally been an economic driver in terms of the Transient Occupancy Tax (TOT), which can be better than sales tax revenue thus preserving the value of that land use. She commented that the Silverrock specific plan

included a component that is resort commercial retail and it doesn't preclude the mix of resort and retail but includes residential with a resort component.

Commissioner Barrows said she was looking for flexibility and was concerned as why that was excluded from mixed use.

Planning Director Johnson gave a brief definition of the Tourist Commercial District and that there could be retail combined with a Tourist Commercial focus. He then gave some examples.

General discussion then followed regarding Tourist Commercial, and TOT, as well as where and how TOT was derived.

Commissioner Wilkinson asked about definitions of the zoning and land designations and how they related to the County's designations; which staff clarified.

Commissioner Wilkinson commented on the combining of open spaces. He suggested golf courses and parks, be separate from natural open spaces.

Ms. Criste verified that he wanted natural open space and water course possibly listed as native environment, with golf courses, parks, recreational facilities as a different designation.

Discussion followed on certain zoning designations occurring at the master plan level.

Commissioner Wilkinson asked if the Open Space designation gave the City any benefit from a Federal perspective.

Commissioner Barrows mentioned a natural community conservation plan (sustainable community) could result in a credit through SB 375, because of the land set aside for Open Space.

General discussion followed regarding the possibilities of the Open Space designations and an SB 375 credit.

Ms. Criste noted both the hillside and water course areas, as currently designated, were both conservation and they are no-build zones. She

said the policy implementation on the SB 375 credit had not come out as yet. She then stated that the areas that were currently hillside, and water course, could be put under Open Space Conservation.

Staff explained that even in the hillside and open space areas the zoning code still allowed building. He added it was difficult to do, but there was an allowance for development to occur and the Commission needed to understand that the City could not just say that nothing could occur. A brief discussion followed regarding a current hillside area that was conditioned to be dedicated.

Commissioner Barrows asked about current percentage of buildout in the City. Ms. Criste responded that it was about 80% within City limits.

Discussion followed on available land and designations within the City limits.

Discussion then followed on mixed use in the Village Commercial zone. Ms. Criste then stated the mixed use policy will be included in the general plan.

Commissioner Quill commented on a live/work plan, possibly in the Cove. There was a short discussion and then staff responded that home occupation was currently allowed; especially in the Cove. Staff then explained what was allowed in home occupancy businesses.

Chairman Alderson said in conclusion the Commission concurred with the direction that staff was going. He added the Commission would like staff to include their suggestions in the Council report.

Commissioner Weber asked about the industrial component and expressed a need for more light industrial land uses since there are none currently within the City limits.

General discussion followed regarding the need for light industrial land uses because of job creation potential and the possibility of light manufacturing and store front sales, in the same location. Also that the City should consider, where appropriate, locations for land uses such as research and development and value added production.

Ms. Criste commented there were two aspects of this discussion: 1) the potential for redevelopment that should not be precluded, and 2) there is nothing that says existing office development that is currently occupied might not change to something more R & D (research and development) during the life of the general plan. Providing text that describes a broad range of uses is definitely something that can be put into the body of the document.

Commissioner Quill asked that the zoning designation be expanded to allow it and then have a definition that allows it. He added there was a lot of available space which could become something else and the City needs to be able to be flexible.

Planning Director Johnson said staff would forward the Commissioners' comments to the Council. He then thanked the Commissioners and said they were not precluded from making additional comments. If they had suggestions, they should call or email staff with them.

There being no further questions or discussion, the Commission voted to pass their comments on to the City Council. Unanimously approved.

VII. CORRESPONDENCE AND WRITTEN MATERIAL:

VIII. COMMISSIONER ITEMS:

- A. Report of the City Council Meeting of November 16, 2010 presented by Chairman Alderson, Questions and comments followed on the subject of the roundabout or signal at the intersection of Sinaloa and Eisenhower.
- B. Chairman Alderson noted Commissioner Barrows was scheduled to report back on the December 7, 2010, Council meeting.
- C. Commissioner Barrows stated the Green Building Code was going into effect in January and asked if the Commission would be discussing the Code at a later meeting.

Staff responded all of the appropriate Code Amendments were taken to Council, and adopted. They were not presented to the Commission as they were "mandates" and not "optional" items.

Planning Commission Minutes November 23, 2010

IX: DIRECTOR ITEMS:

A. Comments on the upcoming American Planning Association Conference possibly coming to the Valley in 2012; possibly to Rancho Mirage. General discussion followed.

X. ADJOURNMENT:

There being no further business, it was moved by Commissioners Wilkinson/Quill to adjourn this regular meeting of the Planning Commission to the next regular meeting to be held on December 14, 2010. This regular meeting was adjourned at 8:52 p.m. on November 23, 2010.

Respectfully submitted,

Carolyn Walker, Executive Secretary City of La Quinta, California